

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Special Programs

	2001 Enacted To Date	2002 Budget Request	Change From 2001 (+/-)
Emergency and Unscheduled Projects	3,493	3,500	+7
Housing Replacement Program	4,989	15,000	+10,011
Dam Safety Program	1,437	2,700	+1,263
Equipment Replacement Program	17,960	17,960	0
Total Requirements \$(000)	27,879	39,160	+11,281

AUTHORIZATION

16 U.S.C. 1

OVERVIEW

To perform minor unscheduled and emergency construction projects to protect and preserve park resources, provide for safe and uninterrupted visitor use of facilities, accommodate unanticipated concessioner facility related needs, provide necessary infrastructure for approved concessioner expansion projects, and ensure continuity of support and service operations; improve the capability of public use buildings to withstand seismic disturbances and resulting damage; inspect and repair dams, or deactivate dams to protect lives and park resources; and, repair some of the more seriously deficient park employee housing units, or replace trailers; to ensure adequate inventories of automated and motorized equipment to support park operations and visitor services throughout the National Park System are purchased to replace existing inventories that have met use and age limitations; to ensure that adequate inventories of new equipment are purchased for units recently added to the National Park System so that park operations and resource protection can begin unimpeded; to upgrade radio communications equipment to ensure rapid response to emergency and life-threatening situations as they arise; and to improve the information management resource capabilities of the Service to ensure timely processing of data and intra-office telecommunications into the 21st century.

APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

- Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.
- Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- IIb Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.
- IVa The National Park Service uses current management practices, systems, and technologies to accomplish its mission.

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Performance Goals

Long-term Goal IVa5	By September 30, 2005, 60% of employee housing units listed in poor or fair condition in 1997 assessments are rehabilitated to good condition, replaced or removed.
Annual Goal IVa5	By September 30, 2002, 35% of employee housing units listed in poor or fair condition in 1997 assessments are rehabilitated to good condition, replaced or removed.

Activity Description

Emergency, Unscheduled.....\$3,500,000

This program is composed of two major components as described below.

Emergency and Unscheduled Projects.....[\$2,000,000]

The FY 2002 proposal continues the \$2.0 million funding level to address emergency and unscheduled needs. The National Park System contains over 30,000 structures and thousands of individual utility systems. Through the course of normal operations, these structures and systems can unexpectedly be damaged or fail, and require immediate attention to avoid more costly reconstruction in the future. Such work may require more than one fiscal year for project completion, but generally will not involve extensive planning or formal contract bidding procedures, characteristic of line item construction.

Seismic Safety of National Park System Buildings.....[\$1,500,000]

The National Park Service NPS Seismic Safety Program is mandated by Public Law 101-614, Earthquake Hazards Reduction Act of 1977, National Earthquake Hazards Reduction Program Reauthorization Act of 1990, Executive Order 12699, Executive Order 12941, and NPS Directive 93-1. These mandates, along with related technical guidelines produced by the Interagency Committee on Seismic Safety in Construction and the Federal Emergency Management Agency, requires the NPS to adopt minimum standards of seismic safety in existing Federally-owned/leased buildings and to apply appropriate seismic safety standards to new construction. Each agency has a seismic safety coordinator and works with the Department of the Interior Seismic Safety Program and the Department of the Interior Office of Managing Risk and Public Safety to evaluate, prioritize, and rehabilitate their inventory of extremely high risk (EHR) seismically deficient buildings.

The National Park Service continues to perform seismic studies, investigations, designs, and rehabilitation on public use buildings throughout the National Park System. Each bureau has developed a five-year plan to mitigate their inventory of EHR buildings. Because of the large number of EHR buildings in the NPS inventory (over 400), the NPS mitigation efforts will extend beyond the 5-year plan proposed by the other DOI bureaus. The Service is working with the Department and the NPS regions and parks to prioritize the list of EHR buildings for seismic rehabilitation.

For FY 2002, seismic safety evaluations, pre-design, design, and/or construction work will be performed on the following:

Detailed seismic investigations will be conducted at the following high seismic zone parks - Cabrillo National Monument, Hawaii Volcanoes National Park, Channel Islands National Park, National Park of American Samoa, and Yosemite National Park.

Detailed seismic studies and investigations will be conducted at the following moderate seismic zone parks, Fort Sumter National Monument, Salem Maritime National Historic Site, Lowell National Historical Park, Boston National Historical Park, and the Jefferson National Expansion Memorial.

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The NPS will expand the program to include National Park System areas that have been upgraded to high and moderate seismic hazard zones by the recently released USGS Seismic Hazard Maps. The program will start to collect building inventory information on low seismic zone parks located adjacent to high and moderate zone boundaries. Pre-design, design, and construction efforts will continue on projects started during FY 2001. These include:

Wrangell-St. Elias National Park, Kennecott National Historic Landmark seismic stabilization of the Mill Building, Ore Shoot, and Power Plant Smoke Stacks.

Eugene O'Neill National Historic Site – Seismic rehabilitation of the Tao House, a national historic landmark.

Yosemite National Park – Pre-design seismic rehabilitation work on the Ahwahnee Hotel, a national historic landmark.

Yellowstone National Park – Detailed seismic evaluations have been performed on five buildings and preliminary design will start on the highest priority building.

Denali National Park – A FEMA 310 seismic evaluation will be performed on the Eielson Visitor Center during the summer of 2000. Pre-design work will take place in FY 2001.

Pre-design work on one facility at Grand Teton National Park.

San Francisco Maritime National Historical Park – The park has one leased building that is being used for storage of archeological artifacts and a seismic evaluation is planned on this facility.

Olympic National Park – Four buildings were identified as needing additional seismic investigation. The buildings are small and a more cost-effective approach is being considered to address the deficiencies. The investigation could be combined with the development of park day labor construction drawings.

Detailed seismic investigations will be conducted at Cabrillo National Monument, Hawaii Volcanoes National Park, Channel Islands National Park, and Yosemite National Park.

Housing Replacement Program.....\$15,000,000

In FY 2001, the Park Service continued to address the requirements of section 814 of Public Law 104-333, National Park Service Housing Improvement. In December 1996, the Park Service began a comprehensive review of NPS housing program. The Service completed a comprehensive Housing Needs Assessment by an independent contractor in 1998. The effort to evaluate existing housing stock will continue in FY 2002 as a part of the Service's larger efforts to improve asset management.

The FY 2002 request for the rehabilitation of existing housing structures and trailer replacement is part of the Administration's plan to devote \$440 million per year for five years to eliminate the Services infrastructure backlog needs. The rehabilitation and trailer replacement work is necessary while the Service explores alternatives to constructing Government-owned housing onsite, consistent with the 1996 Omnibus Parks Act authorities.

The Service will employ a financial specialist with the necessary skills to seek out appropriate housing solutions with the public and private sector to provide advice on entering appropriate partnerships with the local housing authorities; and help take advantage of alternative funding options. The Service's long-term goal is to reduce the total Federal housing inventory, and help to keep construction within park areas to a minimum.

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The Service reported a reduction in housing by over 300 units since 1997 and continues further reductions. The NPS housing inventory has been reduced by 104 units since the March 2000 Report to Congress on National Park Service Housing Policy and Housing Evaluation. All seven regions have reported reductions with the majority of the reductions being in the Southeast Region. Four of the units were returned back to other agencies, 20 units were physically removed, 41 units are providing other uses to the parks and 39 remain vacant. In FY 2002, funding will be provided to remove over 20 units in 13 park areas where housing has been determined excess to their needs.

Park housing is an essential management tool used to protect park resources, property, visitors, and to meet the mission of the park effectively and efficiently. Therefore, the housing program for the NPS involves a long-term commitment; this is not a program of "quick fixes." Condition assessments, trailer replacement, housing rehabilitation and removal of excess housing must continue. Funding criteria and guidelines will be used to prioritize all projects to ensure that the Service is directing available funding to the greatest need for repair, rehabilitation, replacement or construction. Rehabilitation projects will focus on those units in less than good condition, with priority given to units in poor condition to improve their condition to maintainable standards.

Condition assessments of existing units to determine repair and maintenance deficiencies and associated costs will continue. Data received from these inspections will be used by park managers to develop cost-benefit analyses to determine fiscally responsible housing decisions.

Where replacement housing is needed, the Service will determine the proper mix of housing and examine the possibility of larger projects being identified for line-item construction. For example, Yellowstone, National Park, Grand Canyon National Park, Grand Teton National Park all have housing needs beyond trailer replacement. These needs are credible and verifiable. The magnitude of need will require long-term planning efforts that are beyond the Housing Replacement Program.

In conformance with applicable benchmarks contained in the National Performance Review, the Service is also taking additional steps to ensure the cost-effectiveness of the replacement housing that will be built:

- (1) The Service will continue utilization of multi-unit dwellings and a de-emphasis of single-family units.
- (2) The use of standard designs and specifications will reduce overall design costs and meet the modular homebuilders' specifications, thereby allowing that sector of the housing industry to competitively bid on projects.
- (3) All housing construction projects will be consistent with funding guidelines and funding criteria and will undergo a value analysis, including functional analysis to help determine the most appropriate number, type and design.
- (4) Any exceptions to the above will be reviewed by the Servicewide Development Advisory Board initiated by the Director in response to recent media coverage and Congressional concerns about construction costs. All projects will be personally reviewed and approved by the Director.
- (5) All housing projects will be subject to the Tri-Services Military Cost model as recommended by the National Academy of Public Administration (NAPA). Any project exceeding the cost predicted by the cost model will be reviewed and approved by the Director prior to construction or revised as necessary to meet the cost predicted by the cost model.
- (6) The Service will seek prior approval from the House and Senate Appropriations Committees before building any new housing capacity in national park units, of which none is currently proposed.

While this effort is a major step in improving NPS housing, work will need to continue in FY 2002 and beyond to complete the primary focus of this activity -- to rehabilitate existing units and replace substandard trailers. The Service is committed to improving employee housing and making living conditions better for employees and their

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families, where it is necessary for the Government to provide housing.

In FY 2002, major rehabilitation work will be performed on approximately 65 existing units to bring these units up to a good maintainable condition. Also, in line with efforts to replace unsafe and inadequate residential trailers throughout the System, the NPS proposes in FY 2002 to replace approximately 45 trailers in several National Park System areas. These trailers will either be replaced with a combination of permanent apartments, dormitories, and multi-plex units, or alternate means of housing will be secured such as off-site leasing. This effort will ensure acceptable living conditions for over 100 employees and their families. Formalized condition assessments of approximately 500 housing units will also be conducted.

Dam Safety Program.....\$2,700,000

The National Park Service Safety of Dams Program is mandated by Public Law 104-303, Section 215, National Dam Safety Program Act of 1996; U.S. Department of the Interior Departmental Manual, Part 753, Dam Safety Program; and the NPS Management Policies. The program is coordinated through the assistance of the Bureau of Reclamation (BOR).

The primary reason for creating this program was to prevent another incident like the Lawn Lake Dam Failure of 1982 when three park visitors were killed and \$30 million in damages occurred. Because of BOR's expertise and oversight of the U.S. Department of the Interior Maintenance, Operation, and Safety Dams Program, the Service has regularly used their services and advice in managing NPS dams and monitoring non-NPS structures affecting the National Park System. The program is necessary because of increased activity and development around and downstream of these dams. The basic goal of the Service's Safety of Dams Program is to either adequately maintain or deactivate the dams. On the average, corrective action is initiated or completed for structures of all classifications at about fourteen structures per year, mostly through minimal funding appropriated annually in the Operation of the National Park System account. For dam safety repairs/modifications, three to four dams classified as downstream high or significant hazard potential are completed annually. To date, it is estimated that 160 dams have had corrective action completed, and 143 structures have been deactivated. Current assessment information on dams indicates that of the 482 operational dams in the National Park System, 95 are in good condition, 192 are in fair condition, 138 are in poor condition, and 57 do not have a condition assessment. Formal dam safety inspections, a type of condition assessment, are performed every three years by the BOR for the larger, more critical dams. Parks, however, are responsible for ensuring that annual informal inspections are completed for all dams and necessary routine maintenance is carried out.

For fiscal year 2002, two dams will undergo corrective action. They are:

Yosemite National Park, California: Cascade Dam.....\$700,000

Blue Ridge Parkway, Virginia: Peaks of Otter Dam.....2,000,000

Equipment Replacement Program.....17,960,000

This program is comprised of three major components as described below.

Replacement of Park Operations Equipment[\$14,333,077]

Safe and efficient park operations are dependent on various types of vehicles, vessels and equipment. The park service fleet ranges from sedans and pick-ups to marine vessels, emergency response vehicles and heavy construction equipment. Replacement of high mileage vehicles and obsolete heavy construction equipment will improve the overall efficiency and safety of the National Park Service fleet and the stewardship of its facilities. Replacement of emergency vehicles and equipment will protect the government's infrastructure investment and improve visitor protection and

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safety. The Service's FY 2002 program also includes increased emphasis on improving structural fire protection measures by initiating a four year, \$7.8 million program for the acquisition of modern fire apparatus and related equipment.

The National Park Service currently has a motorized equipment replacement backlog of nearly 5,000 vehicles that exceed GSA mileage or age replacement criteria. The estimated cost of this backlog is \$80 million.

Conversion to Narrowband Radio System.....[\$1,646,333]

In conformity with provisions contained in the Omnibus Budget Reconciliation Act of 1993, the National Telecommunications and Information Administration (NTIA), U.S. Department of Commerce, has directed conversion of all civilian Federal radio users to a new technology known as "narrowband" by January 1, 2005. The transition to narrowband equipment is intended to double the number of channels available to Federal users. Accordingly, those that are currently being denied access to wireless communications support (due to the congestion) will be accommodated when the transition is accomplished. To meet new national interoperability, privacy and security requirements for public safety communications, encrypted digital radio technology is required. Industry is still developing this new technology in accordance with emerging national telecommunications technical standards. The combination of requirements for Federal public safety organizations to utilize narrowband and digital technology requires complete replacement of all wireless equipment components; modification of existing components to meet the new requirements is not possible. Application of the technology requires new or updated needs assessments and sensitivity to issues surrounding piloting the implementation.

To assist the bureaus in meeting the foregoing deadline and to begin making spectrum available first where it was most needed, the Department developed a geographically based inter-bureau transition schedule that reflected the degree of radio frequency congestion in the United States. The areas of highest congestion are the Eastern Seaboard (from Boston, Massachusetts, to Richmond, Virginia), the West Coast (primarily the State of California), South Florida (Miami and Dade County), and the Four Corners Area (Arizona, Colorado, New Mexico and Utah).

All new radio equipment must be compatible with the technology mandated by the National Telecommunications and Information Administration for all Federal users and security directives. Further assessment of field conditions and implementation of the new technology will also reveal shortfalls in existing systems in the parks. It will also provide for (1) improving the communications quality of public safety and law enforcement communications, (2) interoperability with other Federal agencies, (3) replacement of antiquated, failing communications equipment, (4) meeting emerging Federal telecommunications security standards, (5) providing better public safety services to park visitors, (6) providing opportunity for sharing frequency, fiscal and physical assets of other Federal agencies, and (7) providing better protection and preservation of vital park resources.

FY 2000 work included equipment replacement in additional field areas where meeting one or more of the foregoing objectives had become critical. This furthered the Service's ability to address broad Servicewide strategic telecommunications planning and the associated conversion. The priority of the conversion continues to be established Servicewide in accord with updated needs assessments and the transition schedule initially suggested by the Department of the Interior. In concert with the national emphasis on improving and protecting public safety communications, the National Park Service continued partnering with the Department of Treasury's Wireless Programs Office to evaluate systems where network sharing can be developed and where costs to each can be reduced by sharing planning and infrastructure resources.

Also in FY 2000, the Wireless Programs Office implemented the transition of legacy wideband radio systems to the new narrowband technology. Parks in transition during FY2000 include Petroglyphs National Monument, Albuquerque, New Mexico; El Malpais National Monument, Grants, New Mexico; El Morro National Monument, Pecos National Historical Park, Pecos, New Mexico; and Chaco Culture Center, New Mexico. Transition

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implementation was also at the Cape Hatteras National Seashore Group in North Carolina. Also during the course of FY 2001 the Wireless Program determined after an in-depth review that a material weakness existed in the National Park Service's Wireless Programs and so reported this to the Department as a portion of the Integrity Report submitted in fall 2000.

For FY 2001, the program will focus on equipment replacement to further the conversion to a narrowband technology in several park areas in New Mexico including Aztec Ruins National Monument, Pecos National Historical Park and Bandelier National Monument, and completed the implementation of Narrowbanding at Cape Hatteras National Seashore. These funds again furthered the Service's conversion as established in accord with updated needs assessments and the transition schedule initially suggested by the Department of the Interior.

In FY 2002, program funding will continue to be utilized for Servicewide transition in accordance with updated needs assessments, reflect agreements for technical support and priorities for network development with Treasury, and include appropriate updates to the transition schedule recommended by the Department of the Interior, Telecommunications System Division.

Modernization of Information Resources Equipment.....[\$1,980,590]

For FY 2002, the Service will continue efforts begun in FY 2001 to improve management of information and business practices across the National Park System. Funds will be used to address information infrastructure requirements associated with new network design. Improvements to the Service's broadband capability will benefit all National Park System units regardless of their remoteness or complexity of operations. All park offices will be able to access and utilize the Park Management and Information System, ParkNet, Operations Formulation System, and other information management systems with greater ease and speed once equipment and program upgrades have been completed.